



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
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OPNAVINST 4610.8H
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OPNAV INSTRUCTION 4610.8H

From: Chief of Naval Operations

Subj: TRANSPORTATION AND TRAFFIC MANAGEMENT

Ref: (a) DoD Directive 4500.09E of 11 September 2007
(b) DoD 4500.9-R, Defense Transportation Regulation (DTR), May 2008
(c) FAR, Part 47
(d) OPNAVINST 5430.48E
(e) OPNAVINST 4600.26A
(f) NAVSO P-1000, Financial Management Policy Manual, Sep 2016
(g) DoD 7000.14-R, Financial Management Regulation, Volume 10,
of July 2014

1. Purpose

a. To implement transportation management policies, establish organizational responsibilities, and resource sponsorship applicable to the transportation and financial management of Navy passenger, personal property, cargo, and mail movements.

b. This instruction is a complete revision and should be reviewed in its entirety. This revision captures responsibilities not covered in the previous issuance and provides a needed update to guidance that has evolved significantly since the last revision. Major changes are summarized in subparagraphs 1b(1) through 1b(3).

(1) Expands the purpose to include implementation of Navy transportation management policies and establish organizational, resource sponsor, and funding responsibilities applicable to the transportation and financial management of Navy passenger, personal property, cargo, and mail movements.

(2) Clarifies responsibility for Deputy Chief of Naval Operations, (Manpower, Personnel, Training and Education) (CNO (N1)); Deputy Chief of Naval Operations (Information Warfare) (CNO (N2N6)); Deputy Chief of Naval Operations (Warfare Systems) (CNO (N9)); Bureau of Naval Personnel (BUPERS); Commander, Navy Installations Command (CNIC); and Navy component commanders of geographic combatant commanders (GCC): Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM); Commander, U.S. Pacific Fleet (COMPACFLT); Commander, U.S. Naval Forces Central Command (COMUSNAVCENT); Commander, U.S. Naval Forces Europe-Africa (COMUSNAVEUR-COMUSNAVAF); and Commander, U.S. Naval Forces Southern Command (COMUSNAVSO); and systems commands (SYSCOM).

(3) Expanded the duties of the Deputy Chief of Naval Operations (Fleet Readiness and Logistics) (CNO (N4)) and Commander, Naval Supply Systems Command (COMNAVSUPSYSCOM).

2. Cancellation. OPNAVINST 4610.8G.

3. Discussion. The complexities of balancing transportation requirements against funding resources dictate that the Navy maintains a rigorous and effective Navy transportation management program. The primary source of transportation procedures, guidance, and responsibilities for traffic management functions performed or sponsored by Navy activities form Navy passengers, personal property, and cargo is the Defense Transportation Regulation. The Defense Transportation System (DTS) is that portion of the worldwide transportation infrastructure that supports Department of Defense (DoD) transportation needs in peace and war. References (a) and (b), parts I through VI, provide guidance and direction concerning DTS policy and practice, and mandate that DTS must be used to the maximum extent practicable unless there is a documented negative critical mission impact. Reference (c) provides policies, procedures, and regulations for the application of transportation and traffic management considerations in the acquisition of supplies. The United States Transportation Command (USTRANSCOM) is the transportation service provider for military and commercial assets, services and systems organic to, contracted for, or controlled by the DoD in the DTS.

4. Scope and Applicability. This instruction applies to all Navy activities involved in the movement of Navy passenger, personal property, cargo, and mail.

5. Responsibilities

a. CNO (N1) is the resource sponsor for the permanent change of station (PCS) program and Navy's share of funding for the Defense Personal Property System.

b. CNO (N2N6) is responsible for a small portion of first destination transportation (FDT) Other Procurement, Navy (OPN) funding. Organizational responsibilities include:

(1) developing and issuing guidance for the use of FDT OPN; and

(2) serving as the resource sponsor for FDT OPN for Commander, Space and Warfare Systems Command (COMSPAWARSYSCOM).

c. CNO (N4) is responsible for issuing and ensuring transportation policy including transportation management and resource sponsorship per references (d) and (e). Organizational responsibilities are in subparagraphs 5c(1) through 5c(3).

(1) Office of the Chief of Naval Operations (OPNAV), Logistics Programs and Business Operations Division (N41) is responsible for oversight of the management of Navy-sponsored movements. OPNAV N41 will:

- (a) develop and issue policy for Navy transportation management matters;
- (b) oversee requirements in the DTS during peacetime, contingency, mobilization, emergency, and wartime situations;
- (c) serve as the OPNAV office of primary responsibility for transportation policy for mail, passenger travel, household goods operations, and cargo to include the safe and secure movement of ordnance;
- (d) liaise with the Office of the Secretary of Defense, the Joint Chiefs of Staff (JCS), USTRANSCOM, other DoD services, agencies, government agencies and industry on transportation and travel matters;
- (e) serve as the Navy's principal member on the Joint Transportation Board; support CNO (N4) on the Distribution Process Owner Executive Board; serve as lead on the Distribution Oversight Council and Distribution Steering Group; and represent Navy on joint-Service committees, boards, and working groups dealing with distribution, transportation, and travel;
- (f) use metrics to evaluate the effectiveness of distribution transportation services provided to the Navy's operating forces and shore activities, and ensure economies of resources for transportation of cargo and mail is consistent with acceptable quality of service and transportation responsiveness;
- (g) serve as OPNAV requirements office and resource sponsor for COMNAVSUPSYSCOM managed second destination transportation (SDT) (commonly called Service-wide transportation (SWT)), which includes USTRANSCOM and Defense Logistics Agency (DLA) resource management decision directed bills, which are: traffic management, port, readiness, distribution process owner-management, radio-frequency identification tags, and over ocean transportation;
- (h) analyze and evaluate proposed changes to budget execution and financial control procedures for SWT, SDT, and FDT funds (Aircraft Procurement, Navy (APN), and Shipbuilding and Conversion, Navy (SCN));
- (i) provide policy guidance on, and coordinate matters related to, intermodal containerization programs and development, and interface with other Services, DLA, JCS, USTRANSCOM, and other Government departments and agencies on intermodal container-related matters;

(j) serve as Navy's primary participant on applicable Government Accountability Office audits, and provide input to legislative bill proposals; and

(k) Oversee the Third Party Payment System (TPPS) for Navy transportation.

(2) OPNAV, Strategic Mobility and Combat Logistics Division (N42) is responsible for planning and programming functions associated with mobility.

(a) Liaise with the JCS regarding strategic mobility planning, testing, and analysis, including the Joint Strategic Capabilities Plan, the joint strategic planning document, and Defense Planning Guidance preparation.

(b) Serve as the Navy program sponsor for the Military Sealift Command (MSC) in the DoD program, planning, and budget cycle.

(c) Respond to matters related to the maritime administration and maritime affairs, including North Atlantic Treaty Organization planning for ocean shipping and all other types of intra-governmental maritime planning organizations, except for those relating to common user shipping issues within the purview of USTRANSCOM.

(d) Participate in the assessment of Navy's joint mission area assessment process.

(3) OPNAV, Shore Readiness Division (OPNAV N46) analyzes and evaluates proposed changes to budget execution and financial control procedures for a small amount of FDT OPN.

d. CNO (N9) is responsible for most FDT OPN and all FDT Weapons Procurement, Navy (WPN). Organizational responsibilities are included in subparagraphs 5d(1) through 5d(4).

(1) Develop and issue guidance for the use of FDT OPN and FDT WPN.

(2) Serve as the resource sponsor for FDT OPN for Commander, Naval Air Systems Command (COMNAVAIRSYSCOM); Commander, Naval Facilities Engineering Command (COMNAVFACENGCOM); Commander, Naval Sea Systems Command (COMNAVSEASYSYSCOM); and Director, Strategic Systems Programs (DIRSSP).

(3) Serve as the resource sponsor for FDT WPN for COMNAVAIRSYSCOM, COMNAVSEASYSYSCOM, and DIRSSP.

(4) Serve as the resource sponsor for Transportation Coordinator's – Automated Information for Movements System II (TC-AIMS II) sustainment (except helpdesk support) and for fully justified new Navy and joint requirements to ensure joint interoperability and compliance with Navy unique needs.

e. BUPERS comptroller is responsible for developing and executing the budget for movement of military personnel, dependents, and personal property due to PCS entitlements.

f. CNIC is responsible for developing and executing the budget for payment of local intra-station moves and non-temporary storage of accompanied personnel into or out of government-owned, leased, or privatized housing. Additionally, CNIC will develop and execute a budget for payment of moves of CNIC-owned freight.

g. COMNAVSUPSYSCOM manages execution of Navy cargo, mail, personal property, and passenger transportation, consistent with the responsibilities assigned to the Chief of Naval Operations. COMNAVSUPSYSCOM is responsible for providing effective transportation at the lowest cost consistent with acceptable quality of service and transportation responsiveness.

(1) Recommend policy changes to OPNAV N41.

(2) Develop and issue Navy cargo, passenger, personal property, and outside Continental United States (OCONUS) inter- and intra-theater mail transportation operating procedures and provide field assistance, training, technical direction, and guidance to all Navy transportation offices.

(3) Represent the Navy on joint interagency working groups and committees concerning Navy cargo, passenger, personal property, and mail transportation. Provide representation at working groups relating to DoD regulations and instructions.

(4) Manage movements and provide Navy transportation (cargo, passenger, personal property, mail) technical expertise by means of direction, guidance, liaison representation, and assistance to fleet commanders, combatant commands, and the Military Postal Service Agency to include:

(a) liaise with USTRANSCOM and USTRANSCOM transportation component commands (TCC) on operational and procedural matters relating to the movement of Navy cargo, passengers, and personal property;

(b) liaise with fleet commander staffs, SYSCOMs, and Navy field installations regarding transportation of passengers to, from, or within their areas of responsibility;

(c) liaise with Navy activities and other DoD agencies and commands on matters involving railroads essential to the national defense during peacetime, contingency, mobilization, embargoes, and abandonments;

(d) liaise with BUPERS about passenger and personal property movement requirements (including entitlements) related to peacetime, contingency, and mobilization plans; both military and civilian;

(e) perform the Navy airlift clearance authority function which controls whether shipments are sent via air movement or diverted to surface movement;

(f) review, coordinate, and validate Navy airlift requests for Air Mobility Command, special assignment airlift missions (SAAM) to support cargo, passenger, and unit movement;

(g) develop and validate Navy requirements for transportation movements and travel services, and monitoring contractor performance;

(h) manage the movement and routing of ordnance shipments;

(i) administer the Navy program for the worldwide shipment of personal property;

(j) execute the Navy official mail and military postal system program;

(k) serve as the Navy office of primary responsibility for the Hazardous Material Information Resource System (HMIRS), and create and maintain HMIRS transportation data records for Navy unique hazardous material; and

(l) coordinate the Navy's portion of the biennial container inventory and manage the Navy's 463L pallets and nets program in support of deployments and emergencies.

(5) Monitor, analyze, and evaluate Navy cargo, passenger, personal property, and OCONUS mail transportation, distribution, and procurement practices to ensure transportation effectiveness and economy to include the responsibilities in subparagraphs 5g(5)(a) through 5g(5)(e).

(a) Collect data on passenger and cargo movements to manage the movement of Navy passengers and cargo effectively.

(b) Identify, develop, evaluate, and implement new processes, and methods that will increase efficiency and economy in the movement of Navy cargo, passengers, personal property, and OCONUS inter and intra theater mail.

(c) Collect, review, analyze, and submit Navy cargo and passenger transportation requirements to the USTRANSCOM TCCs under established procedures and directives.

(d) Administer a data collection system to identify elements of transportation usage and cost that will:

1. accumulate and analyze cost information on transportation usage and validate forecasts developed by USTRANSCOM of total Navy requirements for the Future Years

Defense Plan, including operations during peacetime, contingency, and mobilization, which includes the forecast used to make the annual minimum airlift commitment for the Civil Reserve Air Fleet; and

2. assist SYSCOMs, fleet commanders, shore establishments, and inventory managers in providing the necessary data to facilitate submission of planning data and budget projection requirements.

(e) Monitor the effectiveness of USTRANSCOM's distribution performance, its TCCs, and transportation service providers to satisfy Navy cargo and passenger transportation requirements that will:

1. provide analytical support to USTRANSCOM's integrated distribution lane monitoring efforts focused on intra-theater transportation and distribution performance;

2. serve as the Navy advocate for integrated distribution lane process improvement initiatives and validate last nautical mile logistics processes, capabilities, and efficiencies, highlighting areas for improvement, standardization, and alignment, while promoting joint initiatives and programs; and

3. identify and propose process improvements to the DTS.

(6) Manage and control Navy centralized shipping address systems to include:

(a) the cargo routing information file, which is the authoritative source of current shipping addresses for all Navy and Coast Guard ships, MSC ships, Marine aviation units, and mobile units; and

(b) maintaining accuracy of the type address code 2 (shipping) addresses for all Navy activities worldwide for inclusion in the DoD Activity Address Directory.

(7) Perform specific Navy transportation financial management per reference (f) to include the responsibilities in subparagraphs 5g(7)(a) through 5g(7)(e).

(a) Manage the SWT and SDT programs for Navy working capital fund - supply management (NWCF-SM). COMNAVSUPSYSCOM is also responsible for budget formulation and execution of each appropriation per reference (d), to include monitoring the expenditure of funds against approved budget targets and the possible suspension of transportation account codes (TAC) in the event expenditure rates indicate targets will be exceeded.

(b) Manage and maintain the SWT Budget Model for use in developing and projecting budget requirements.

(c) Coordinate all matters relating to the impact of movement of mail on transportation financial resources.

(d) Perform the function of TAC coordinator for Navy. This includes:

1. assign all Navy TACs and maintain current TAC table;
2. ensure each TAC, including Navy default TACs, is directly linked to a line of accounting supplied by the cognizant funds administrator;
3. provide updated and revalidated TAC table to the Defense Finance and Accounting Service (DFAS) annually; and
4. eliminate excess TACs and ensure that the number of TACs is kept to a minimum.

(e) Administer the Navy's DoD-approved TPPS for transportation for Navy financial managers and transportation officers. This includes:

1. ensure financial managers and transportation officers are fully trained in the use of current third party payment and government shipping systems;
2. review and recommend changes to procedures in reference (g), chapter 13, regarding the implementation of Navy's DoD-approved TPPS;
3. review and recommend changes to procedures in reference (b), parts 1 through VI, for both financial management and transportation processes;
4. coordinate system matters between Navy funds managers and DFAS;
5. ensure enhancements within the TPPS comply with Navy requirements; and
6. serve as the Navy representative on the TPPS Oversight Council for the commercial transportation billing and payment processes and oversight to include the Transportation Global Edit Table.

(8) Serve as CNO (N4)'s lead on the personal property General Officer Steering Committee.

(9) Perform entitlement audit and review of all Navy personal property shipments, to include:

(a) audit household goods moves to include commercial and personally procured moves to ensure shipments made are within Service members prescribed allowances per the Joint Federal Travel Regulation;

(b) adjudicate final settlement of personally procured move claims; and

(c) initiate notification to customer and initiate collection action of excess cost charges when customer exceeds allowances and entitlements.

(10) Fund Navy's pro-rata share of TC-AIMS II help desk support per reference (e).

(11) Serve as Navy's selection official for the Military Surface Deployment and Distribution Command's Award for Excellence in Traffic Management Award and National Defense Transportation Association (NDTA) Transportation Instructor of the Year Award. Additionally, release a naval message requesting nomination submission to OPNAV N41 for NDTA Military Unit of the Year Awards; Active and Reserve.

h. Navy Component Commanders of GCCs: COMUSFLTFORCOM, COMPACFLT, COMUSNAVCENT, COMUSNAVEUR-COMUSNAVAF, and COMUSNAVSO

(1) Serve as the Navy point of contact on transportation and distribution matters for OPNAV and for the GCC.

(2) Validate emergency SAAM requirements to meet Navy theater and or naval component commander's needs when the SAAM is funded by the specific fleet command.

(3) Coordinate with the GCC, OPNAV, COMUSFLTFORCOM, COMNAVSUPSYSCOM, USTRANSCOM, DLA, and other agencies to:

(a) utilize transportation resources that enhance the warfighting readiness of naval forces involved in joint and combined exercises, contingency operations, and war time scenarios; and

(b) identify Navy transportation support and distribution opportunities that promote and enhance theater regional relationships.

(4) Ensure that sufficient funds are obligated from organic or external sources to cover the cost of transportation before executing any transportation request.

(5) Ensure known and projected transportation requirements are considered early enough in the planning process for movements to ensure the most cost effective mode is used.

(6) Provide requirements, planning data, and budget projections for SWT and fleet transportation to inform budget formulation and execution.

(7) Direct transportation officers and shippers to ensure all cargo and personal property movements shipped within the DTS are assigned an appropriate, funded, and valid TAC. Also, ensure transportation officers and shippers respond in a timely manner to requests for verification of TACs for all shipments they generate to prevent unnecessary frustration of cargo movements.

(8) Validate TACs.

(a) For COMUSFLTFORCOM and COMPACFLT: Validate assigned TACs annually and submit list of validated TACs and associated line of accountings to the Navy TAC coordinator, tac_helpdesk@navy.mil.

(b) For COMUSNAVEUR-COMUSNAVAF, COMUSNAVCENT, and COMUSNAVSO: Provide projections of anticipated requirements to appropriate budget submitting offices to assist in validation of TACs and associated lines of accounting.

(9) For COMUSFLTFORCOM and COMPACFLT: Fund pro-rata share of TC-AIMS II sustainment cost and costs associated with any resource sponsor-approved Navy and joint requirements to ensure joint interoperability and compliance with any Navy unique needs per reference (e).

i. SYSCOMs are responsible for the financial management, funding, budget formulation, and execution for FDT and SYSCOM specific SDT TACs, per reference (f). SYSCOMs will provide requirements, planning data, and budget projections, and validate TACs under their cognizance to assist COMNAVSUPSYSCOM in monitoring expenditure of SWT TACs.

Note: No SWT Operation and Maintenance, Navy TACs are assigned to COMSPAWARSYSCOM and DIRSSP.

(1) COMNAVSEASYSKOM

(a) COMNAVSEASYSKOM is responsible for financial management of FDT (OPN, SCN, and WPN) funding, budget formulation, and execution and for the efficient first and second destination transport of major shipboard hull, mechanical, electrical, and electronic equipment -- including propellers, hubs, shafts, propeller cap devices, motors, engines, boats,

submarine propulsion systems, machine tools, and gauges - in support of new construction or conversion, fleet modernization, fleet maintenance, defense security assistance, and items in a research and development stage.

(b) The Naval Ordnance Safety and Security Activity, a field activity of COMNAVSEASYSKOM, is responsible for ordnance transportation policy regarding the safe and secure transport of arms, ammunition, explosives, and related hazardous materials.

(2) COMNAVAIRSYSKOM is responsible for financial management of FDT (APN, OPN, and WPN) budget formulation and execution.

(3) COMNAVFAECENGKOM is responsible for financial management of FDT (OPN) and Military Construction, Navy funding, budget formulation, and execution.

(4) COMSPAWARSYSKOM is responsible for financial management of FDT (OPN) budget formulation and execution.

j. DIRSSP is responsible for financial management of FDT (OPN and WPN) budget formulation and execution.

k. SYSKOM and SSP Transportation Representatives. Each transportation representative has a primary responsibility for transportation matters associated with SYSKOM cargo movements and will:

(1) assist program and inventory managers and transportation officers in identifying transportation requirements, forecasting transportation costs, and implementing transportation policy;

(2) provide technical assistance to SYSKOMs and program managers regarding transportability and movement plans supporting new and existing ship and aircraft designs and major structural components thereof, weapons systems, and other transportation related matters;

(3) coordinate assignment of TACs;

(4) coordinate surface and air movements;

(5) assist program managers in the development of transportability and integrated logistics support plans;

(6) ensure cargo transportation plans provide for safe, secure, efficient, and economical movements; and

(7) direct transportation officers, shippers, and contracting officers to ensure that all cargo and personal property movements shipped within the DTS have an appropriate, funded, and valid TAC assigned. Also, ensure transportation officers and shippers respond in a timely manner to requests for verification of TACs for all shipments they generate to prevent unnecessary frustration of cargo movements.

6. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy (SECNAV) Manual 5210.1 of January 2012.

7. Review and Effective Date. Per OPNAVINST 5215.17A, CNO (N4) will review this instruction annually on the anniversary of its issuance date to ensure applicability, currency, and consistency with Federal, DoD, SECNAV, and Navy policy and statutory authority using OPNAV 5215/40 Review of Instruction. This instruction will be in effect for 5 years, unless revised or cancelled in the interim, and will be reissued by the 5-year anniversary date if it is still required, unless it meets one of the exceptions in OPNAVINST 5215.17A, paragraph 9. Otherwise, if the instruction is no longer required, it will be processed for cancellation as soon as the cancellation is known following the guidance in OPNAV Manual 5215.1 of May 2016.

8. Information Management Control. The data collections in this instruction as indicated in subparagraphs 8a and 8b are exempt from information management control.

a. Subparagraph 5g(3) per SECNAV M-5214.1 of December 2005, part IV, subparagraph 7k.

b. Subparagraph 5g(9)(a) per SECNAV M-5214.1 of December 2005, part IV, subparagraph 7n.



D. R. SMITH

Deputy Chief of Naval Operations
(Fleet Readiness and Logistics)

Releasability and distribution:

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